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PENNSYLVANIA
COMMUNITY MARKET
PLAN

Issued by
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RELIEF BOARD

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PENNSYLVANIA COMMUNITY MARKET PLAN

PENNSYLVANIA'S RELIEF PROBLEM

MORE than a million of Pennsylvania's gainful workers are wholly without work, and 800,000 are on half-time or less.

There are now 400,000 families on relief, against 250,000 families at the high point of 1932. Indications are that 500,000 families will need relief before 1933 is over.

About 2,000,000 men, women and children of all ages must be fed this winter. Hundreds of thousands will require clothing, shoes, shelter or medical attention.

Almost every school district in the Commonwealth reports a steady increase in the number of malnourished children. From 20 per cent to 40 per cent of the 800,000 school children in rural districts show serious effects of underfeeding and improper diet. If this continues, the State Department of Health asserts that the present generation will produce more sick and ailing people than the hospitals and sanatoria can accommodate.

On the basis of present relief costs, \$100,000,000 will be required for food in 1933. This is more than all State taxes, excluding gasoline tax, in a normal year. *Food Relief Alone in January Required \$6,000,000.* At least \$25,000,000 is needed for shoes, clothes, medicine and other bare necessities of life.

THE LARGEST AMOUNT OF MONEY THAT CAN BE HOPED FOR WILL BE INSUFFICIENT TO MEET THE NEEDS. And no assurance has been given by the Legislature of Pennsylvania, the Reconstruction Finance Corporation or the Congress of the United States that necessary funds will be forthcoming to meet Pennsylvania's relief needs.

The immediate problem confronting the Pennsylvania State Emergency Relief Board is to provide prompt and sufficient relief and maintain the highest standards of health. Both must be accomplished at a cost the taxpayers can bear.

PRESENT RELIEF SYSTEM INADEQUATE

The pressing need for a more effective and economical system of handling food relief has been apparent for some time to the State Emergency Relief Board. *Under the present system of food orders, relief money now available or likely to be available, cannot possibly be stretched to cover the full needs of the people.*

Reports of field investigators, independent studies by the State Department of Health and the State Department of Welfare, and conferences with leaders in welfare and relief work, have disclosed many weaknesses, inequalities and irregularities of the food order system.

The principal objection to the food order system is that there is not enough money to continue the system. Other important objections are:

1. Food orders do not result in a balanced ration.
2. The separate food requirements of child, adult and adolescent are not met.
3. Few persons have the knowledge of food values and prices to make good use of the food order.
4. Non-essentials are commonly bought, and often luxuries.

The imperative need for serving a balanced ration is set forth in a warning statement of the Medical Society of the State of Pennsylvania, calling the State Emergency Relief Board's attention to the acute health situation in Pennsylvania. Under date of December 6, 1932, the Medical Society informed the Board as follows:

"The Board of Trustees of the Medical Society of Pennsylvania realizing the recent increase of malnutrition throughout the State and viewing with much concern the natural increase of contagious and deficiency diseases which are bound to follow in its wake, urges upon your Board the adoption of plans whereby all relief food distribution will be based on *scientifically balanced diets*.

"It authorizes the President of the Society to appoint two of its members experienced in dietetics to advise in the selection of balanced diets for children, adolescents and adults, not alone to keep those needing relief alive, but to keep them in good physical condition, particularly the children, and it pledges similar action by its sixty component societies when called upon."

THE COMMUNITY MARKET SYSTEM

Faced with the many defects of the food order system, and vital need of stretching the relief dollar to its absolute limit, the State Emergency Relief Board sought a new plan to meet the crisis. Eminent medical and nutritional authorities were consulted. An intensive study of relief plans operating in other States, notably that of Major John H. Leavell, of Oklahoma, was made. At the invitation of the Board, Major Leavell came to Harrisburg as a volunteer and gave most valuable assistance. His visit led to the adoption of the Leavell plan, renamed the "Community Market System."

This system is based on the following principles:

1. Purchasing of foodstuffs at wholesale from local dealers, thus securing inexpensive but wholesome food.
2. Furnishing to each family food which contains in quantity and quality everything necessary for good health, especially adapted to adult, adolescent and child, and kosher food for those who require it.
3. Giving practical demonstration of how to cook the food.
4. Giving practical health advice by public health nurses, including special diets for infants and the sick.
5. Supervising of diets and health by the local county medical society.

The first Community Market was established at Williamsport. It has operated since November 28, 1932, with highly successful results. *Grit*, an outstanding newspaper published in Williamsport, had this to say about it on December 18:

"The Williamsport Community Market is now feeding 9000 persons a week, and doing it at a cost that does not exceed six cents

a day. Furthermore, it is giving a ration from 25 to 30 per cent higher in calory content than is held necessary by medical authorities for the average person to live on, and is giving a well-balanced diet for every class of persons dependent upon it for food.

"Williamsport has about 2100 families on its relief rolls. The head of each reports once each week and gets the weekly ration for his entire family. About 350 persons visit the Community Market each day, get their orders, sign for them, collect their rations and all are on their way home in the space of three hours, so highly is the work systematized."

Another Community Market was opened January 9, 1933, at York. The following are excerpts from an article by Mac Parker, special writer for the *Philadelphia Record*:

"I stood in the alley which leads to the commissary on East Clark alley and talked with men and women who came for food. Many of them said they got more food than they ever got on a relief order.

"The system works with dispatch, and 1200 persons can be run through the food factory in an eight-hour day."

Equally successful results are shown in the operation of a third Community Market recently established in Erie.

The present intention of the State Emergency Relief Board is to establish Community Markets in the large population centers. The Board proposes to perfect the organization of about 25 commissaries now in operation. On the basis of experience thus acquired, the Board will extend the system first to localities which are ready to accept it, and then to others as the lack of funds for the more expensive food orders requires.

CONCLUSION

The Pennsylvania State Emergency Relief Board has approved unanimously the Community Market System solely as a measure made necessary by one of the greatest emergencies the Commonwealth has ever had to face.

The Board knows that under the Community Market System, ample, healthful and palatable food can be supplied *for about half the cost of the present food order system*. The Board is certain that with the Community Market system carefully administered there will be something left for fuel, clothing, shoes and medicine.

Community Markets cannot reach all parts of the Commonwealth and food orders therefore must continue in certain areas.

The State Emergency Relief Board is not unmindful that Community Markets will not contribute to the relief of local retail stores. It recognizes and appreciates the service these stores have rendered in carrying their customers. But this and all other claims must be weighed against the rapidly increasing numbers which must be cared for, the impossibility of securing adequate sums to meet their increasing needs, and the human cry for relief.

Pennsylvania has met every previous emergency. It must meet this one.

The State Emergency Relief Board sees the Community Market as the only way to meet it, with equal justice to the taxpayer and the unemployed.

FEBRUARY 1, 1933

ORGANIZATION

Community Markets are under the direction of local County Relief Boards.

Control of all activities of the Market will be under the supervision of a General Manager, who shall be a volunteer, and whose major qualifications should embrace outstanding civic interest; broad business experience, particularly in wholesale purchase of commodities; capacity to understand people; and executive ability. The General Manager will be responsible to his County Emergency Relief Board, and will maintain direct contact between the County Emergency Relief Board and the State Emergency Relief Board in all matters pertaining to the operation of the Community Market.

Actual operations of the Community Market will be supervised by a Store Manager, on a salaried basis. The Store Manager should be qualified by wide business experience. He will be responsible to the General Manager.

Personnel to operate the Community Market should be drawn from registered unemployed, and paid on a made-work basis. Paid personnel required for a Market issuing rations at a rate of 2000 daily should include a bookkeeper, public health nurse, cook (woman), delivery clerk, delivery clerk assistant and weigher, warehouse receiving man, vegetable sackers and washers (two), weighers (five), sacker, and janitor.

A typical Community Market, capable of handling 12,000 rations weekly, requires floor space of approximately 20,000 square feet, preferably on one floor.

Nutritional Center

The primary functions of this highly important unit of the Community Market are:

(a) To instruct in all matters pertaining to nutrition and proper dietary.

(b) To refer those palpably in need of medical attention to proper agencies, or volunteer physicians (see note below).

(c) To prepare special diets for the sick, and infants, on recommendations by physicians.

Supervision by a public health nurse and two volunteer assistants.

(Note—The Medical Society of the State of Pennsylvania, upon re-

quest by the County Emergency Relief Board, will appoint a member of the local County Medical Society, preferably a pediatrician, who will act as consultant in all cases where medical attention is required.)

A thorough physical examination of from 200 to 500 children should be made at the time of opening of the Community Market. The same children should be examined every sixty days thereafter to check health conditions. Examination should include all children of a given family, but families should be selected at random from those subsisting on rations obtained at the Community Market.

When possible, children should be weighed before beginning to live on the rations and again after they have been receiving rations. It is also suggested that a number of school children, not receiving rations, be examined and weighed.

Cooking Demonstration

A demonstration of cooking should be a principal feature of the Community Market.

Nutrition authorities agree that the value and palatability of the ration depends to a large extent upon the care with which it is prepared.

Simple preparation of the various units of the ration should be carefully demonstrated by capable cooks, preferably women. In each case, the ration should be explained, with the reason for inclusion of the individual items of the ration. When possible, written instructions and menus should accompany the ration to avoid misunderstanding on the part of the recipient.

Every effort should be made to get the rations cooked in as many ways as possible, so as to avoid monotony.

Community Aids

A corps of volunteer aids should be selected by the local County Relief Board to assist customers and especially to direct attention to the nutritional center and cooking demonstration. Three aids should be on duty during the time the Community Market is open for business.

Volunteer aids should be chosen from membership of the various local women's clubs and organizations actively co-operating with the Board in relief work.

Essential qualifications are tact, courtesy, and patience.

The duties of volunteer aids in general are:

1. Check validity of food orders. See that customer's order bears proper signatures to prevent delay at the ration counter.

2. Check ration after receipt, to insure inclusion of all items on food order.
3. Make inquiry to ascertain if there is illness in family of customer.
4. Refer customers reporting illness to health nurse.
5. Refer women customers to cooking demonstration, and point out helpful features of demonstration.
6. Carefully check all special diet orders, and refer customers bearing such orders to health nurse.

Investigation

No change in the procedure of investigating needs of applicants for relief is proposed in the Community Market System. Identical methods of investigation governing the present system of issuing food orders will remain in effect.

THE RATION

SPECIFICATIONS

Minimum specifications to which all rations must conform have been prescribed by a special committee designated by the Medical Society of Pennsylvania, composed of Dr. H. T. Price, Medical Director, Children's Hospital, Pittsburgh, and Professor of Pediatrics, University of Pittsburgh; and Dr. Judson Daland, Philadelphia, Professor of Medicine, Graduate School, University of Pennsylvania, Philadelphia.

DIETETICS

Milk, cereals, and vegetables are the principal foods chosen, as is necessary in any low-cost protective ration capable of maintaining health in adults and providing for growth of children. These rations are adequate and cover all known requirements to build health.

Milk is used as the basis of the ration. One quart for each child and adolescent is used, consisting of a pint of whole milk and a pint of cooking milk. Three-fourths of a quart of cooking milk is supplied for adults per day. Milk is the most economical source of animal protein.

Cereals and whole grain products are used prominently. Corn, oats, and wheat contain calories, minerals and vitamins which have not been removed by any refinery process and are real American basic foods. Government flour is furnished and the housewife is asked to make this up into bread. The cost of fuel for cooking of cereals and breads is negligible compared with buying prepared foods, such as cereals and breads. Beans are used as a basic food.

Vegetables: Potatoes and the cheaper fresh vegetables are used, such as cabbage, carrots, onions, and various greens. It is desirable to use these raw or partially cooked. These foods are absolutely necessary in the lowest cost diet, if health is to be maintained.

Meats: The whole carcass of beef, mutton or pork is used, divided either into ground meats or cut pieces so that all can receive the same kind. This is to be carefully inspected and handled. Occasionally canned salmon will be used. Eggs will be used often for children and for adults when economical.

Fruits: Tomatoes, or citrus fruits, are necessary together with other cheap fruits, such as prunes and apples.

Sugar and fats: Sugar and fats are used in smaller amounts than the ordinary family desires, which amounts are often excessive for health.

RATION A

Adult Ration

The adult's rations must have a minimum of 2500 calories with not less than 20% of the calories in the form of fats, not over 65% carbohydrates, not less than 10% protein and not more than 18%; must contain not less than two tablespoonfuls of canned tomatoes, and one teaspoonful per day of cod liver oil; one-half of the cereals and breadstuffs should be whole grain; one serving of fresh vegetables a day, (which is intended to include the use of potatoes up to one half of the total, and to include in each week's ration some yellow or green leafy vegetable).

RATION B

Adolescent Ration

The adolescent ration shall contain not less than 2300 calories with not less than 33% fats, not more than 52% carbohydrates, and not less than 12% protein, a portion of which must be animal protein. This ration shall contain two teaspoonfuls of tomato juice, or its equivalent, per day, one teaspoonful of cod liver oil, cereal, at least one half being whole grain cereal, and fresh vegetables, (which is intended to include the use of potatoes in each week's ration, some yellow or green leafy vegetable, and not less than one pint of milk per day).

RATION C

Children's Ration

The children's ration shall have not less than 1400 calories daily, with not less than 30% fats, not over 52% carbohydrates, and not less than 12% protein, of which latter not less than one-third shall be animal protein; with three teaspoonfuls of cod liver oil daily and two tablespoonfuls of canned tomatoes; 50% all cereals and breadstuffs, whole grain; and one fresh vegetable a day. Eggs are used in the diets of the young child with $1\frac{1}{2}$ pints of milk per day.

(Note: The quantity of milk stated in the specifications of the rations refers to milk in its natural condition as to water content, whether this be original fluid milk or any form of concentrated milk diluted to the equivalent of fluid milk.)

SPECIAL DIETS

A supply of food shall be available for special diets upon order of physician or nurse.

INFANT FOOD

A supply of infant food shall be available and will be supplied upon order of physician.

EMERGENCY RATION

A ration containing 10,000 calories of quickly prepared foods will be issued on an emergency order from a certified agency.

STATE EMERGENCY RELIEF BOARD

(Sample) Weekly Food Ration 'A'. For the week of

Adults over 16 years of age

	Pounds	Calories per Pound	Total Calories	Distribution of Calories				Ca. Grams	P. Grams	Fe Grams	Vitamins*				Unit Cost	Total Cost
				Fat	Carbo.	An. Pro.	Veg. Pro.				A	B	C	D		
Meat, beef.....	1.25	1357	1696	1294		394		.07	1.304	.0136	*	*	0	0	.08	.10
Flour, white.....	4	1600	6400	160	5440		812	.364	1.668	.0180					.009	RC
Corn Meal, yellow.	1	1610	1610	77	1368		166	.082	.862	.0040	**	**			.009	
Navy Beans.....	1.5	1564	2346	110	1621		612	1.089	3.205	.0472		**			.019	.029
Lard.....	1	4082	4082	4082											.06	.06
Sugar.....	.4	1814	724		724										.043	.043
Potatoes.....	2.5	304	760	10	668		83	.160	.657	.0147	*	*	**		.0091	.0228
Cabbage.....	1	121	121	7	86		25	.204	.132	.0049	*	*	*		.006	.006
Carrots.....	1.5	159	238	12	201		24	.381	.313	.004	***	***	*		.012	.018
Tomatoes.....	.5	103	51	4	36		10	.025	.059	.0009	**	**	***		.05	.025
Milk, Cooking (dried).....	.75	1647	1236	42	678	513		4.476	2.490	.0012	*	**	0	0	.05	.0382
Yeast.....	¾ oz.		27	1	18		9				0	***			.0175	.0175
Baking Powder.....	1 oz.														.0056	.0056
Coffee.....	.25														.15	.0437
Soap.....	1														.013	.013
Salt for family.....	.5														.012	.006
Apples, raw.....	3.0	214	642	36	576		15	.096	1.620	.0039					.003	.0100
Weekly Total.....			19,933	5,835	11,416	907	1756	6.947	10.852	.1124						.4210
Daily Total.....			2,849	834	1,631	129	251	.992	1.550	.0160	**	**	**	**		.0601
Percentage.....				29%	57%		13%									

*Vitamins evaluated from U. S. Department of Agriculture—Circular 84 (revised). All vegetable computations on slightly heated foods.

Computations from Laboratory Handbook of Dietetics—Mary Swartz Rose, Ph.D., Professor of Nutrition, Columbia University. Plans and specifications prepared with the cooperation of Henry C. Sherman, Mitchell Professor of Chemistry, Columbia University.

Variations in the Diets—Whole wheat flour will be used as often as possible to replace white flour. Eggs will be used frequently. Seasonable raw cheap fruit will be used and vegetables, also. Molasses, as well as brown sugar, will be substituted for white sugar. Occasionally, Oleomargarine will be used to replace part of the fat requirements.

RATION WILL BE CHANGED EACH WEEK.

STATE EMERGENCY RELIEF BOARD

(Sample) Weekly Food Ration "B". For the week of

From 8 to 15 years

	Pounds	Calories per Pound	Total Calories	Distribution of Calories				Ca. Grams	P. Grams	Fe Grams	Vitamins*				Unit Cost	Total Cost
				Fat	Carbo.	An. Pro.	Veg. Pro.				A	B	C	D		
Milk, whole.....	3½ qt.	676 p q.	2356	1228	683	455		3.654	2.814	.0060	***	**			.05	.1750
Meat, beef.....	1.25	1357	1696	1294		394		.07	1.304	.0136	*	*	0	0	.08	.10
Flour, white.....	2.5	1600	4000	100	3400		507	.227	1.042	.0112					RC	RC
Cracked Wheat.....	.5	1640	820	73	306		73	.78	.445	.0043	*	**			RC	RC
Navy Beans.....	1.0	1564	1564	75	1081		408	.726	2.137	.0317		**			.019	.019
Lard.....	.5	4082	2041	2041											.06	.03
Sugar.....	.4	1814	724		724							**			.043	.0172
Peanut Butter.....	.5	2741	1370	945	155		264	.161	.905	.0045	*	*			.05	.25
Potatoes.....	2	304	608	8	534		66	.128	.526	.0118	*	*	**	**	.0091	.0183
Cabbage.....	1	121	121	7	86		25	.204	.132	.0049	*	*	*	*	.006	.006
Carrots.....	1	159	159	8	134		16	.254	.209	.0027	***	**	*	*	.012	.012
Tomatoes.....	.33	103	34	2	24		7	.017	.039	.0006	***	**	***	***	.05	.017
Prunes.....	.5	1161	580		564		17	.122	.236	.0068	***	**	0	***	.05	.025
Cod Liver Oil.....	1 oz.	4000	250	250			9				**	*			.007	.007
Yeast.....	¼ oz.		27	1	17						0	***			.0175	.0175
Baking Powder.....	1 oz.														.0056	.0056
Soap.....	1														.013	.013
Milk, Cooking (dried).....	.75	1647	1236	42	678	513		4.476	2.490	.0012	***	**	**	***	.05	.0382
Weekly Total.....			17,586	6,074	8,386	1362	1392	10.819	12.279	.0993	**	***	***	***		.5258
Daily Total.....			2,512	868	1,199	195	199	1.545	1.768	.0142						.0751
Percentage.....				34%	47%	15%										

*Vitamins evaluated from U. S. Department of Agriculture—Circular 84. All vegetable computations on slightly heated foods. Plans and specifications prepared with the cooperation of Henry C. Sherman, Mitchell Professor of Chemistry, Columbia University.

Variations in the Diets—Whole wheat flour will be used as often as possible to replace white flour. Eggs will be used frequently. Seasonable raw cheap fruit and vegetables will be used. Molasses, as well as brown sugar, will be substituted for white sugar. Occasionally, Oleomargarine will be used to replace part of the fat requirements.

RATION WILL BE CHANGED EACH WEEK.

STATE EMERGENCY RELIEF BOARD

(Sample) Weekly Food Ration "C". For the week of _____

Child 2 to 8 years

	Pounds	Calories per Pound	Total Calories	Distribution of Calories				Ca. Grams	P. Grams	Fe Grams	Vitamins*				Unit Cost	Total Cost
				Fat	Carbo.	An. Pro.	Veg. Pro.				A	B	C	D		
Milk, whole.....	3½ qts.	676 p q.	2356	1228	683	455		3.654	2.814	.0060	***	**		***	.05..	.175
Eggs (each).....	4	70	280	180		100		.808	2.176	.0057	**	0	0	***	.015..	.06
Flour.....	1½	1600	2400	60	2040		305	.136	.625	.0067	*	**			RG..	RC..
Oatmeal.....	1	1810	1810	294	1224		292	.313	1.778	.0172					.022..	.022
Oleomargarine.....	.5	4082	2041	2041											.08..	.04
Sugar.....	.25	1814	453		453										.043..	.011
Potatoes.....	2	304	608	8	534		66	.128	.526	.0118	*	*	**		.0091..	.0183
Cabbage.....	.5	121	60	3	43		12	.102	.066	.0024	*	**	*		.006..	.003
Carrots.....	1	159	159	8	134		16	.254	.209	.0027	***	**	*		.012..	.012
Oranges.....	2 whole	103	34	2	24		7	.017	.039	.0006	***	**	*		.05..	.017
Prunes.....	.5	1161	580		564		17	.122	.236	.0068	***	**	0	***	.05..	.025
Cod Liver Oil.....	1 oz.	4000	250	250							*	*	*		.067..	.007
Yeast.....	¾ oz.		13		9		4				0	***			.075..	.0088
Soap.....	1 bar											***			.0136..	.0136
Milk, Cooking (dried).....	.75	1647	1236	42	678	513		4.476	2.490	.0012	*	*			.05..	.0354
Cocoa.....	.25	2251	563	97	295		171	.127	.804	.0306					.047..	.012
Weekly Totals.....			12,843	4,213	6,681	1068	895	10.137	11.763	.1067						.4575
Daily Totals.....			1,833	602	957	152	127	1.488	1.694	.015	**	**	**	***		.0654
Percentage.....				33%	52%		15%									

*Vitamins evaluated from the U. S. Department of Agriculture—Circular 84. All vegetable computations on slightly heated foods.

**Handbook of Dietetics—Mary Swartz Rose, Ph.D., Columbia University.

Plans and specifications prepared with the cooperation of Henry C. Sherman, Mitchell Professor of Chemistry, Columbia University.

Variations in the Diets—Whole wheat flour will be used as often as possible to replace white flour. Eggs will be used frequently. Seasonable raw cheap fruit and vegetables will be used. Molasses, as well as brown sugar, will be substituted for white sugar. Occasionally, Oleomargarine will be used to replace part of the fat requirements.

RATION WILL BE CHANGED EACH WEEK.

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THE UNIVERSITY OF CHICAGO

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